

GOAL 5

Maintain the viability of existing community organizations by providing opportunities for limited redevelopment and expansion.

Current Conditions Summary

The LCP/HCP process sought to ensure that existing community organizations could remain viable and expand according to their needs within existing zoning limitations. Table 2.7 lists these organizations.

Table 2.7 Institutional uses located on Big Pine Key.

Civic	Parcel	Zoning	Tier
Lion's Club	108770	NA	1
Lower Keys Property Owners	309070	IS	2
Moose Club	111070	SR	1
Religious			
St. Francis	110040	NA	1
Lord of the Seas	111074.068	NA	1
Big Pine Baptist	111470	SR	3
Big Pine Methodist	111450	SR	3
Vineyard Christian	111170	SR	1
St. Peter's	110400	SC	3
Other			
Memorial Gardens Cemetery	110830.0001	I	3
Big Pine Neighborhood Charter School	111420.0023	SC	3
Seacamp	247000	MU	1

Source: Monroe County Planning and Environmental Resources Department

All of these institutional uses have been existing for at least 20 years and no new uses are anticipated at present. A number of these institutions have expressed an interest in redevelopment of existing square footage or a limited expansion to better serve the needs of the present population.

Analysis of Community Needs

Plan for Future Community Organization Needs

The existing community organizations in the planning area have been identified. Some have built their current land ownership to capacity while others have expressed a desire to expand. The permitted action under the HCP will allow for a limited amount of expansion needs. For the remaining facilities there is a need to define the future potential for expansion and maintain flexibility so that future requests can be handled.

Recommended Strategies and Actions

Strategy 5.1

Allow the limited expansion of existing community religious, civic and institutional organizations over the next twenty years consistent with the community vision and development plan and with the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species.

Action Item 5.1.1: Expansion of non-public institutional floor area and uses is allowed in all Tier designations within the planning area, but only on lands currently owned by the organizations on the date of the issuance of the Incidental Take Permit, to ensure avoidance and minimization of impacts to the Key deer and other covered species.

Action Item 5.1.2: Limit floor area allocations to 2,500 square feet per organization, per year.

Action Item 5.1.3: Monitor the total amount of new floor area allocated towards expansion of existing non-public institutional uses as specific proposals are received. At the point where new floor area is expected to exceed the H units budgeted, consider allocation of H from commercial or public facilities categories to fulfill community organization needs for both existing expansions and new uses. Include this as a discussion item during presentation of the annual report and obtain Board of County Commissioners' approval prior to revising the H budget.

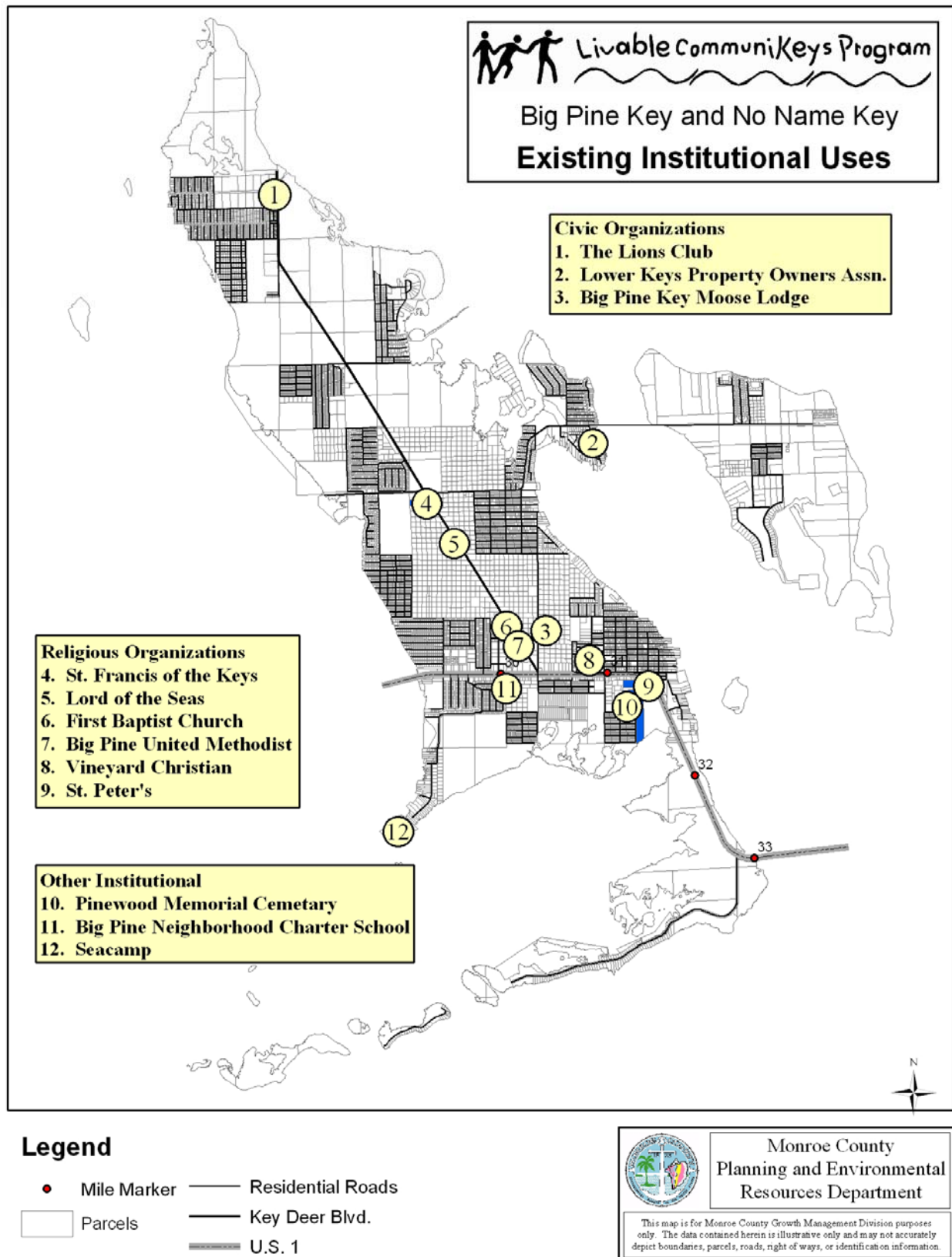


Figure 2.5 Location of existing institutional uses on Big Pine Key.

Action Item 5.1.4: Allow allocation and permit issuance for non-public institutional floor area at any time during the twenty-year planning horizon.

Provide facilities for the active and passive recreational needs of all age groups in the community while avoiding unnecessary impacts to the protected species

GOAL 6

Current Conditions Summary

The LCP process identified a strong need for recreational facilities. The final vision included addition of a major park and recreational facility somewhere within the planning area and the possible addition of some smaller parks. The county is moving forward immediately with planning for the major park. The old Mariner's Resort property on the eastern shoreline of Big Pine Key has been purchased and the county is proceeding with plans for major recreational facilities at that site. Scarified land both north and south of US-1 at the western end of Big Pine Key is also publicly owned and was identified as an area that may be appropriate for a passive sunset park.

Other major county-owned recreational sites within the planning area include Watson's Field and the Blue Heron facility. Scattered "pocket parks" maintained by the county or by individual neighborhoods also exist throughout the planning area. The county has a branch library located in the Winn Dixie Shopping Center and arrangements have been made to expand the library into existing vacant floor area at that site. This expansion may be able to accommodate some meeting facilities for the community although the extent of this is not yet known. For public hearings and meetings the community uses facilities located at the Big Pine School or at one of the community organization buildings on Big Pine Key.

Analysis of Community Needs

Develop Major Recreational Facilities

Monroe County has recently purchased the old Mariner's Resort property for development of major recreational facilities on Big Pine Key. The planning process for this site has begun. This will fulfill the need for one large recreational site anticipated during the LCP/HCP process. Two more sites of approximately 3 acres each were also anticipated. These will most likely be located near U.S. 1. During the LCP process, a desire by the Catholic Church to possibly build an athletic field on their property was also identified.

Expand County Branch Library

The Big Pine branch of the Monroe County Library is in need of expansion. The Big Pine community is also in need of reliable meeting facilities that may or may not be connected to the library. Therefore, an allowance for a 7,500 square foot facility (5,000 s.f. expansion over existing) was included in the HCP modeling effort. Although the library is planning to expand at its

current leased site, the accommodation of a new building should remain in the Master Plan to allow planning flexibility over the entire twenty-year horizon.

Plan Neighborhood Recreation.

The extent of existing neighborhood recreational facilities such as playgrounds and boat ramps needs to be identified and the sites evaluated. These areas should be evaluated for utilization of existing facilities and the need for new facilities. The HCP modeled up to seven new “pocket park” sites in designated subdivisions.

Recommended Strategies and Actions

Strategy 6.1

Plan for recreational and community facilities over the next twenty years to be consistent with the community vision and development plan selected through the Livable CommuniKeys planning process to meet the needs of Big Pine Key and No Name Key residents. Planned facilities shall also be consistent with the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species.

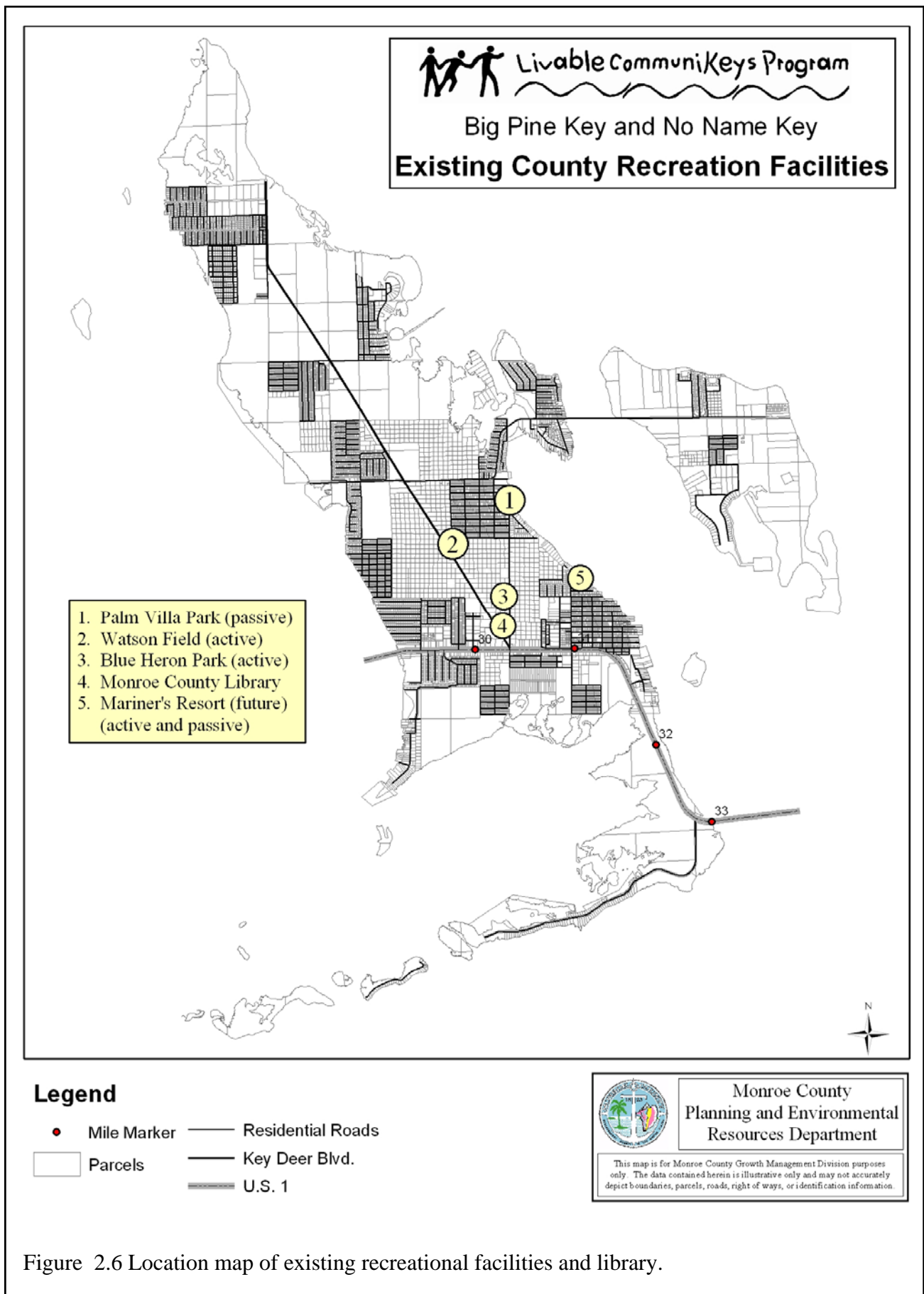
Action Item 6.1.1: Designate and develop the property currently known as “Mariner’s Resort” for the purpose of meeting the active recreation needs of the community over the twenty-year planning horizon.

Action Item 6.1.2: Allow up to three new public parks on disturbed and/or scarified uplands to be located within the U.S. 1 Corridor Area. The intent of this Action Item is to provide for the needs of the Florida Keys Overseas Heritage Trail and the U.S. 1 Corridor Area design guidelines (see Community Character Element). Therefore, these two purposes shall be given priority for park designation.

Action Item 6.1.3: Allow up to seven new neighborhood “pocket parks” on disturbed and/or scarified lands in any of the following subdivisions:

- Pine Channel Estates
- Cahill Pines and Palms
- Doctor’s Arm
- Palm Villa
- Sands
- Eden Pines Colony
- Port Pine Heights

Neighborhood parks are intended to provide minor local recreational opportunities within walking and/or biking distance of most residents served. Pocket parks may include passive and or active recreational uses such as green space, boat ramps, tennis courts, volleyball courts, playgrounds and similar uses.



Action Item 6.1.4: Allow expansion of the existing county library to be located on scarified/disturbed uplands within the U.S. 1 Corridor Area.

Provide adequate public facilities to serve the existing and future needs of Big Pine Key and No Name Key

GOAL 7

Current Conditions Summary

Certain public facilities are already planned including sewer and stormwater facilities within the twenty-year horizon. The Monroe County Sanitary Wastewater Master Plan sets out priorities for provision of advanced wastewater treatment to county “hot spots” where collection and centralized treatment systems are recommended. Facilities are required to be available by the Year 2010 in order to fulfill comprehensive plan mandates. Even if this schedule falls behind, it is safe to assume that these facilities will be built within the twenty-year planning horizon of this Master Plan. Major subdivision areas slated for package treatment and collection facilities include Sands Subdivision and surrounding subdivisions, the Doctor’s Arm/Tropical Bay area, Eden Pines Colony subdivision, the Tropical Key Colony/Pine Channel Estates area, and Port Pine Heights subdivision.

The Stormwater Management Master Plan contains mainly regulatory and nonstructural improvement recommendations for handling stormwater. The plan does have a list of retrofit projects but none of them are located within the planning area. Therefore, at present it is assumed that there will be no major public stormwater collection systems installed.

Several buildings house government services in planning area now. The following is a list of the existing non-recreational government facilities:

Monroe County:	Big Pine Animal Shelter
	Emergency Response Facilities
	Library
	Police Substation
State of Florida:	Road Prison
	Department of Children and Families
U.S. Government:	National Key Deer Refuge offices and facilities
	U.S. Forest Service

Monroe County anticipates the need to expand emergency response facilities and is currently proceeding with expansion plans. Other types of government services are not normally planned into a timeframe beyond five to seven years. Therefore, without knowing what additional government services may be needed in the planning area over the twenty-year horizon, floor area was reserved for government service uses in the preferred land use scenario during the

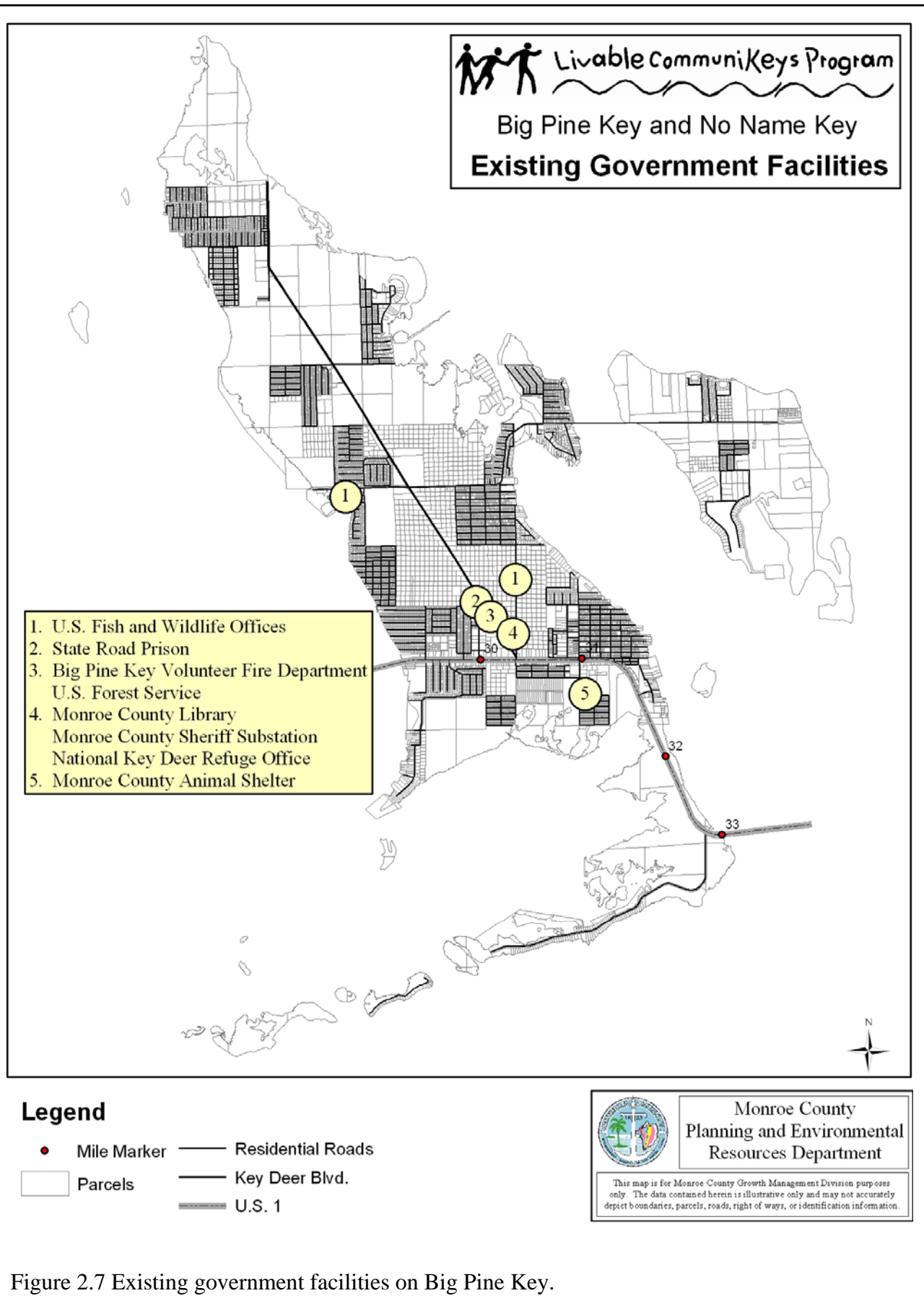


Figure 2.7 Existing government facilities on Big Pine Key.

LCP/HCP process.

Analysis of Community Needs

Public Buildings. There is a need to project and address the maintenance of existing public facilities on Big Pine Key, including expansions necessary to maintain an appropriate level of service into the twenty-year horizon. Of the existing facilities analyzed during the LCP/HCP process, the only identified expansion need was an addition to the emergency services facilities to be built in 2003. Due to the usually short planning horizon for capital facilities at the county level (5 years or less), additional floor area for future government office space was modeled in the HCP. In the case of Big Pine Key, however, there is a need for further analysis of public facilities into the twenty-year planning horizon. This will help anticipate future needs and identify mechanisms to meet changing conditions.

Wastewater and Stormwater Facilities. According to the county's Sanitary Wastewater Master Plan and Stormwater Management Master Plan, these types of facilities are scheduled to be installed in the planning area within the twenty-year horizon. Potential sites for sewage treatment facilities have been identified and were included in the LCP/HCP planning process. Potential sites for stormwater treatment have not been identified. Collection systems will be installed along existing roads. Although the timing of these facilities is laid out in their respective plans, implementation of both plans has fallen behind schedule. Therefore, there will be a need to monitor this situation. There is probably also a need to re-evaluate projected sewer and stormwater layouts in light of new development assumptions for Big Pine Key introduced through the LCP/HCP process.

Recommended Strategies and Actions

Strategy 7.1

Limit development of new and expanded public facilities to the level necessary to adequately serve existing and future development over the twenty-year planning horizon. Public facilities development shall also be consistent with the incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species and the Year 2010 Comprehensive Plan.

Action Item 7.1.1: Install a sanitary sewage treatment system in accordance with the Monroe County Sanitary Wastewater Master Plan. Components may include centralized or cluster facilities for collection and treatment, all of which shall be developed on disturbed and/or scarified uplands or in existing rights-of-way. The projected sewage treatment requirements for the planning area should be revisited and confirmed to be consistent with the final development plan adopted pursuant to the Master Plan and the HCP.

Action Item 7.1.2: Allow installation of stormwater treatment systems in accordance with the Monroe County Stormwater Management Master Plan. Any facilities installed for centralized collection and treatment should be developed on disturbed and/or scarified uplands or in existing rights-of-way.

Action Item 7.1.3: Allow development of new and/or expanded public offices to be located

on disturbed and/or scarified uplands within the U.S. 1 Corridor Area.

Action Item 7.1.4: Allow expansion of emergency response facilities on scarified uplands at their current location on Big Pine Key.

Action Item 7.1.5: Public facilities may be built at any time during the twenty-year planning horizon.

Action Item 7.1.6: Monitor the total amount of new floor area allocated towards public facilities as specific proposals are received. At the point where new floor area is expected to exceed the H budgeted, consider allocation of H units from the non-residential category as needed. Likewise, at any point where the Board of County Commissioners identifies the H budget towards government uses to exceed actual needs, consider re-allocation of H from public uses back to private uses. Include this as a discussion item during presentation of the annual report and obtain Board of County Commissioners' approval prior to revising the H

budget.

Recognize the community's desire for certain accessory uses and security fencing by allocating a limited amount of H-value for these uses.

GOAL 8

Current Conditions Summary

In analyzing the impact of habitat development on the population viability of the Key deer, the PVA model considered loss of all habitat within each individual parcel developed. Fencing of a parcel was likewise modeled as a complete loss of habitat from that parcel because fencing makes the habitat inaccessible to deer. Because the model was based on the current status of access by deer to all parts of the planning area, the fencing of new vacant habitat was generally considered unacceptable. Fencing of developed parcels in Tier II and III was acceptable because the model assumed most of the habitat value is already lost from the developed parcel for the incidental take permit.

Accessory uses are those that serve or support a principal use development. Residential accessory uses may include such items as storage sheds, gardens, play equipment, swimming pools or boat docks. Commercial accessory uses may include such items as storage, trash enclosures, sewage treatment plants, signage, parking lots, and other uses or equipment specific to the business being served.

Monroe County has considered one means of retiring development rights through the purchase of subdivision lots and resale to adjacent developed lot owners at a reduced price. The possibility of building accessory uses on these lots may make this mechanism more attractive to adjacent owners. Therefore the county expressed a desire for approximately 250 vacant "accessory lots" in Tiers II and III to be modeled in the PVA and included as a development impact in the HCP.

Analysis of Community Needs

Clarify Regulatory Status of Fences and Accessory Uses

The Master Plan needs to specify the appropriate locations for fences and accessory uses based on the HCP model. Appropriate design standards for fences within the planning area are already contained in the land development regulations and should be retained through the planning horizon.

Recommended Strategies and Actions

Strategy 8.1

Regulate the overall level of new habitat to be occupied by accessory uses and/or enclosed by fences over the next twenty years consistent with the level of habitat alteration contained in the

incidental take permit and the accompanying Habitat Conservation Plan for the Florida Key Deer and Other Protected Species.

Action Item 8.1.1: Regulate new fences as follows:

- a. Prohibit new fences on Tier I lands except for fencing of developed lots within Port Pine Heights and Kyle-Dyer Subdivisions and fencing required for safety purposes at any location to enclose the immediate impervious area of pools and tennis courts.
- b. Prohibit new fences in non-residential areas along U.S. 1.
- c. Permit new fences on developed canal lots and vacant canal lots that are contiguous to and serve a principal use within Tier II and Tier III and within Port Pine Heights and Kyle-Dyer Subdivisions. All fences shall be designed to meet adopted fence design guidelines for the planning area already contained in the land development regulations.
- d. Allow replacement of fences existing on the date this plan is adopted in their existing configuration.
- e. Do not consider fencing of developed property in Tier II or III (whether developed with principal or accessory uses) to have H impact additional to the development as modeled in the HCP as a reduction in K.

Action Item 8.1.2: Regulate new accessory uses as follows:

- a. Prohibit new accessory uses on Tier I lands except accessory uses located within Port Pine Heights or Kyle-Dyer Subdivisions and other areas with existing fenced yards.
- b. Permit new accessory uses to be located on the same parcel as the principal use within Tier II and Tier III lands and within Port Pine Heights and Kyle-Dyer Subdivisions. Do not consider accessory uses located on the same parcel as the principal use to have any H unit impact additional to the principal use.
- c. Permit new accessory uses on vacant lots contiguous to and serving a principal use within Tier II and Tier III lands and within Port Pine Heights and Kyle-Dyer Subdivisions. Consider new accessory uses located on vacant lots to impact H-Value.
- d. Allow for the replacement of existing accessory uses and/or for their relocation elsewhere on the same parcel for safety and security purposes.
- e. Continue to apply all other Comprehensive Plan and land development regulations regarding types, placement and other features of accessory uses.

Action Item 8.1.3: Monitor fence and accessory use allocations as specific proposals are received. At the point where these uses are expected to exceed the H budgeted, consider allocation of H from other categories as needed or consider modifying the regulations concern-

ing these uses. Include this as a discussion item during presentation of the annual report and obtain Board of County Commissioners' approval prior to revising the H budget.

Implement a land consolidation and acquisition system that provides fair, equitable and efficient compensation to land owners who are willing sellers on Big Pine Key and No Name Key.

GOAL 9

Current Conditions Summary

The most challenging aspect of the Master Plan will be implementation of a coordinated and efficient system of compensation to land owners who wish to sell their parcels to the county. There are three basic levels of government land acquisition currently operating. At the federal level, the U.S. Fish and Wildlife may purchase lands authorized by their land protection program within the administrative boundaries of the refuge system. The entire planning area is included in the National Key Deer Refuge boundaries for purposes of acquisition. However, the federal government usually purchases property with wildlife habitat value that is either undisturbed or can be restored. This usually excludes platted subdivision lots in certain areas that do not lend themselves to management for conservation purposes.

The State of Florida participates in acquisition primarily through two programs: the Conservation and Recreational Lands (CARL) Program and the Florida Forever Program. CARL purchases are made within the authorized CARL boundaries while grant funding from the Florida Forever Program has been used by Monroe County in non-CARL areas county-wide to mainly purchase platted lots with relatively undisturbed habitat.

The Monroe County Land Authority conducts acquisition at the local level. The Land Authority may purchase properties outright and hold them but usually tries to resell or transfer them to some other entity that will accept the property for management purposes. For properties within the CARL boundaries, for example, the Land Authority may expedite purchases for willing seller owners who want to avoid the arduous state purchasing process. Then the county can resell the property to the state. For purposes of implementing the HCP and this Master Plan, the primary means of funding acquisition are anticipated to be existing state programs and the Monroe County Land Authority.

The HCP estimates the projected cost of land acquisition for mitigation at approximately \$6.8 million over the twenty-year life of the Incidental Take Permit. However, this estimate only covers the purchase of lands needed to mitigate H impacts at the ratio of 3 to 1 (acres preserved to acres impacted). The implementation of Smart Growth Initiatives and the Tier System through this Master Plan broadens the scope of acquisition to cover all vacant, private Tier I lands and probably most vacant, private Tier II lands within the planning area. Because we have established that there is a surplus of property in Tier III to accommodate development over the

twenty-year horizon, there may eventually be a need to add some Tier III acquisition to the above cost.

To put this purchase cost in perspective, it is useful to know that the levels of development contemplated in this HCP and Master Plan are only slightly higher than the current comprehensive plan allows. Therefore the above cost is not purely a result of these processes because much of it already existed under the current plan. What changes under this plan is the focus of acquisition and the increased urgency to acquire especially sensitive Tier I lands.

Analysis of Community Needs

Provide Relief for Willing Sellers

There is a need to prioritize vacant Tier I properties based on habitat value for acquisition and to acquire these and other properties at a fair and reasonable price. Regardless of how zoning and permitting issues are handled, the level of development contemplated in the LCP/HCP process is only slightly higher than the current comprehensive plan allows. Therefore, there is a need to continue current acquisition efforts and to reprioritize and focus those efforts to conform with the new Master Plan.

Anticipate and Address Funding Needs

The above preliminary analysis gives some indication as to the level of funding needed to fully implement the HCP and this Master Plan. Further analysis is needed to anticipate acquisition costs and identify where county acquisition will be most effective. In addition, acquisition must be coordinated with existing state programs to encourage updating of those programs for increased support of the HCP and Master Plan.

Recommended Strategies and Actions

Strategy 9.1

Implement the Acquisition Strategy developed in Goal 1 making offers in 2003 to purchase those lands identified to have the highest priorities.

Strategy 9.2

Identify and pursue existing and new acquisition resources.

Action Item 9.2.1: Update Comprehensive Plan Policy 101.6.4 to encourage the FDCA to work at the state level for a dedicated acquisition fund for Tier I lands within the planning area based on results of the Carrying Capacity Study and the requirements of the anticipated ITP and HCP.

Action Item 9.2.2: Revise Policy 101.6.5 to add to item 3 the consideration of whether or not development on the subject property may adversely impact successful implementation of a Habitat Conservation Plan.

Action Item 9.2.3: Encourage the State of Florida to revise the CARL boundaries within the planning area to correspond with coverage of Tier I and Tier II lands as depicted on the Tier System Overlay Map for the purpose of prioritizing purchases.

Action Item 9.2.4: Create an environmental mitigation fee for new residences, non-

residential floor area and institutional uses in order to ensure that development bears its fair share of the required mitigation under the anticipated ITP. The mitigation fee will be set to cover at least 50% of the actual cost of acquiring mitigation land at the required 3 to 1 H in the HCP. The Board of County Commissioners will review and revise the amount of the mitigation fee on a yearly basis. The mitigation fee may also be used for management activities of acquired lands including fire management, invasive species control, restoration and monitoring. Affordable housing allocations will not be subject to the mitigation fee.

Action Item 9.2.5: Encourage the U.S. Fish and Wildlife Service to support the goals of the HCP by providing relief to property owners within the acquisition boundaries of the National Key Deer Refuge and continuing to acquire land with high H-value, even though federal purchases cannot be applied to the required mitigation.

Strategy 9.3

Identify and pursue existing and new means of retiring development rights.

Action Item 9.3.1: Amend the administrative relief and beneficial use provisions of the Comprehensive Plan and land development regulations to require purchase of land for Tier I applicants and to allow purchase or issuance of permits for Tier II and Tier III applicants, as appropriate.

Action Item 9.3.2: Encourage density reduction through lot consolidation especially on Tier II lands. Mechanisms may include conservation easements, tax relief, and accessory lot purchase mechanisms for privately owned, vacant land in Tier II and Tier III.

Action Item 9.3.3: As an alternative to direct purchase, evaluate and encourage the use of conservation easements, life estates and purchase/retirement of development rights from under-density developed parcels for the purpose of retiring development rights and providing tax relief.

Action Item 9.3.4: Track conservation easements placed on property as a part of the H tracking system. Enforcement of conservation easements shall be done by the Monroe County Growth Management Division.

Fiscal Implications and Anticipated Capital Improvements Projects

The primary fiscal impact of the Land Use and Redevelopment Element will be in the form of required acquisition funds to implement the HCP and this Master Plan. A minimum of \$6.2 million may be needed to implement the HCP and an additional \$44.5 million may be needed to implement the Master Plan.

Known capital facilities improvements within the planning area over the next twenty years include the expansion of the existing emergency response facilities, the installation of sewage treatment facilities, expansion of the existing library, and the development of major recreational facilities at the Mariner's Resort park site. The first three items were previously planned or mandated facilities and were not new community needs identified in the LCP process. The need for a major recreational facility was identified through the LCP and previous planning processes. It is projected to be completed by 2004 and it is estimated that the facility will cost approxi-

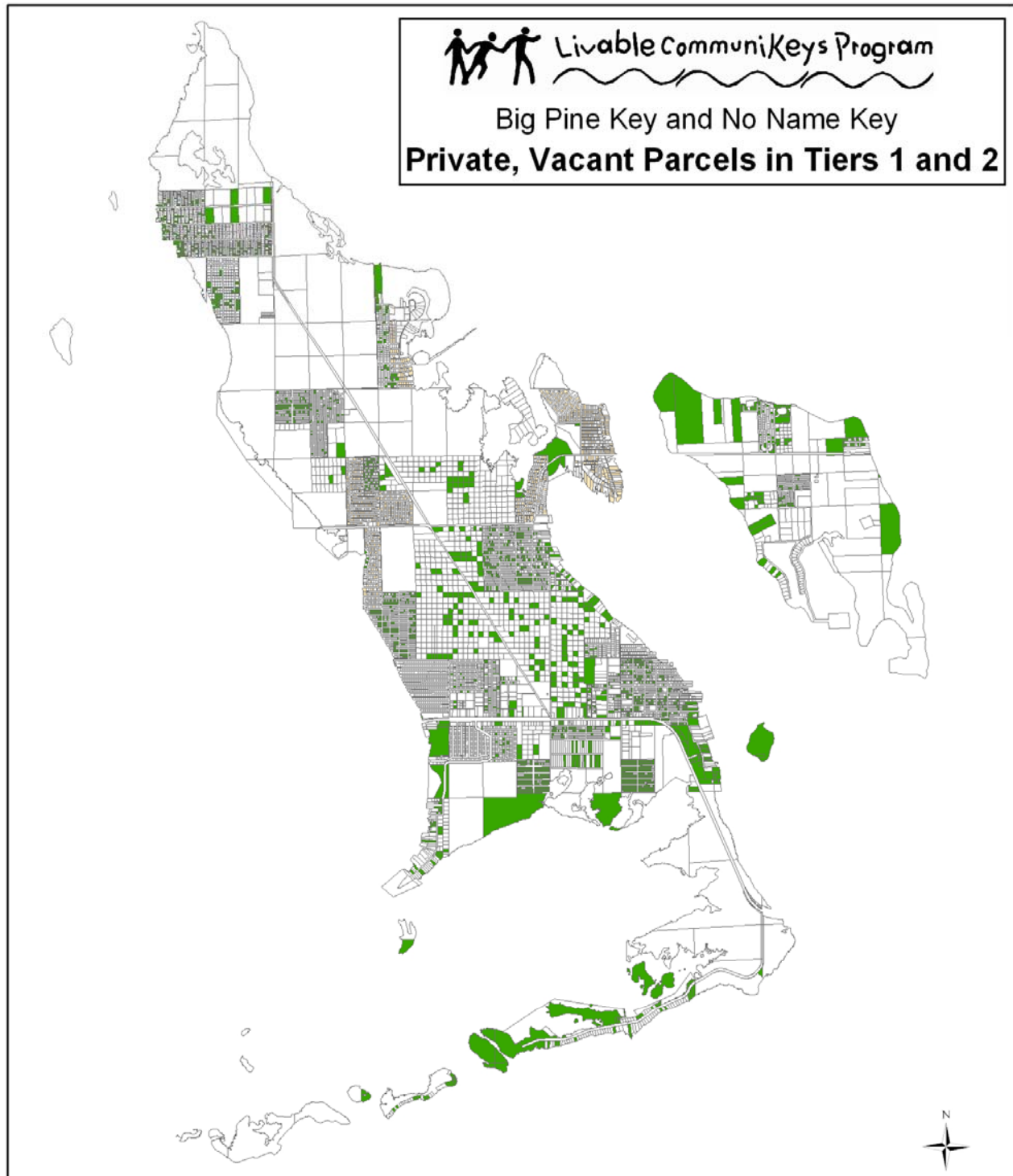


Figure 2.8 Private, undeveloped land within Tier I and Tier II.